



UNITED STATES MARINE CORPS

MARINE CORPS BASE

QUANTICO, VIRGINIA 22134-5001

MCBO 5310.2

c 01

14 Sep 89

MARINE CORPS BASE ORDER 5310.2

From: Commanding General
To: Distribution List

Subj: POSITION MANAGEMENT PROGRAM

Ref: (a) SECNAVINST 12510.9
(b) MCO 12312.2

Encl: (1) Requirements and Functional Responsibilities

1. Purpose. To reinforce and define the principles, policies, and guidelines for the development, implementation, and administration of the Marine Corps Combat Development Command (MCCDC) Position Management Program.

2. Cancellation. MCCDCO 5310.2.

3. Background. The references provide policy and guidance in the establishment of a comprehensive position management program, and direct commanders to develop uniform guidance for the application of basic position management principles. The program covers all civilian positions paid from appropriated funds and military positions in integrated civilian-military organizational units within the Command.

4. Definitions

a. "Position management" is defined as the ongoing management action of structuring civilian and military billets within line and staff organizations in a manner that optimizes economy, productivity, and organizational effectiveness.

b. "Position" refers to all appropriated fund civilian positions (graded and ungraded) and to those military billets where the functions or responsibilities materially affect civilian positions.

c. "Managing to Payroll" is a Navy initiated program combining position management, classification authority, and funding responsibility which can be delegated down to individual managers within a command. This is an elective program which allows individual commands the option to participate if they so desire.

d. "Object Class 11 (OC-11)" pertains to funding controls under the managing to payroll concept. OC-11 funds are assigned by CMC through a letter of allowance (LOA). The LOA identifies those

14 Sep 89

funds **available** for the work years (W/Y) authorized. OC-11 funds do not include dollars necessary for employee benefits.

5. Policy

a. Per DoD, DON, and CMC guidelines, it is the policy of the Commanding General, MCCDC to maintain and manage an optimum position structure through the command in order to achieve a proper balance between efficiency and economy; and to exceed the minimum requirements for position management as established in the references.

b. Position management actions will be compatible with other Marine Corps policies controlling programs such as managing to payroll, position classification, affirmative action, merit staffing, employee development/motivation/retention, and fiscal/manpower resource utilization.

6. Objectives. The objectives of the MCCDC Position Management Program are as follows:

a. Establish a billet and position structure which will best serve missions and functions by providing optimum balance, retention and motivation of competent personnel.

b. Avoid position or billet actions which will unnecessarily increase payroll costs for a given mission, or which will increase the relative proportion of managerial and supervisory positions to total subordinate personnel assigned.

c. Eliminate, upon vacancy, those positions or billets when the duties can be redistributed, eliminated, or reduced in cost without seriously affecting the accomplishment of essential functions.

d. Ensure that the duties and responsibilities of positions and billets are clearly delineated and do not conflict with or duplicate the duties of other positions or billets.

e. Ensure that high grade positions (GM-13 through GM-15) authorized are required and are utilized in the most effective and efficient manner to accomplish assigned functions.

f. Prevent or eliminate such common organizational faults as unnecessary fragmentation of functions, excessive use of assistants and deputies, grade escalation, continued use of outmoded work methods, and inefficient distribution of manpower.

7. Action

a. Deputy Commanders, Center Directors, Division Directors,
Special Staff Officers, and Commanding Officers

(1) Develop and maintain sound position management systems which meet the basic criteria specified in the enclosure.

(2) Ensure that subordinate line managers, supervisors and staff specialists are aware of and carry out assigned responsibilities for position management.

(3) Ensure subordinate managers and supervisors certify the accuracy of civilian position descriptions and comply with position management criteria as part of the annual performance appraisal review cycle for subordinate positions.

(4) Submit Table of Organization (T/O) changes and organizational realignments to the Commanding General, MCCDC (C 01) for approval.

(5) Ensure that civilian managers and supervisors have performance standards that reflect their position management responsibilities.

b. Director, Manpower Division

(1) Act as the Position Management Officer for the Command.

(2) Assume responsibility for the development and administration of the position management program, including the establishment of necessary management controls, standards, and procedures designed to assist managers.

(3) Ensure that work organization and staffing arrangements form a sound and economical organization for the most efficient accomplishment of assigned missions. Recommend corrective action when the evaluated results of position management reviews indicate a need for improvement in position or staffing structure. Position Management/Wage and Classification Reviews on both civilian and military positions will be coordinated and scheduled on a periodic basis. All positions will undergo this review at least once during a five-year period.

(4) Review military personnel allocations.

(5) Periodically (at least quarterly) analyze individual organizational strengths under the managing to payroll concept. If adverse trends in civilian end strength, funding, or classification actions appear, initiate corrective action through coordination with the Deputy Commander, Center Director, Division Director, Special Staff Officer, and/or CO.

MCBO 5310.2
14 Sep 89

(6) Participate in commercial activity or efficiency review efforts that would have an impact on assigned military and civilian billets.

(7) Consider any requests for internal adjustment to object class 11 (OC-11) targets.

c. Position Management Staff. The Position Management Officer will have available the services of a qualified position management (PM) staff to assist in conducting the program. This staff shall consist of the following specialists:

Manpower Control Officer
Director, Comptroller Division (or designated
representative)
Director, Civilian Personnel Branch

d. Specific responsibilities for position management are in the enclosure.

A handwritten signature in black ink, appearing to read "Gail M. Reals", with a stylized flourish at the end.

GAIL M. REALS
Deputy Commander for Support

DISTRIBUTION: A

REQUIREMENTS AND FUNCTIONAL RESPONSIBILITIES

1. One of the principal benefits to be derived from a formalized position management system is the service it provides. The manager has always had to consider organizational structure; the number, **types**, and grades or levels of positions required to accomplish the mission; the employment market; the availability of hiring ceilings and funds; and how to attract, retain, develop, and advance personnel. The manager has generally been able to call upon a variety of staff specialists to provide data and recommendations designed to assist in making management decisions. Often, however, information is furnished from different sources and at different times, without full regard for the interrelationships involved.

2. Position management provides a means whereby all of the above considerations may be brought together at one time and in one place, so that all management levels may make better decisions with the least expenditure of time. The responsibilities for position management, therefore, are assigned to activity heads, and as a staff function, to specialists trained in position classification, manpower utilization, employment, and employee development. It is emphasized that, to be fully effective, each consideration must be mutually (not successively) developed, none to the exclusion of others. The basic requirements and the assignment of responsibilities described below must be viewed with this in mind.

3. Position management review is the analysis and evaluation of positions within an organization with reference to position management standards and the subsequent placement of the positions into categories, as discussed below. The categorization of positions is not to be confused with determining the accuracy of position classifications. The accuracy of position classifications is determined and corrected through the normal classification process. The two types of position management reviews are cyclic reviews and individual reviews.

a. In both types of reviews, the following will apply:

(1) Coverage. All civilian positions and related military positions will be reviewed against the position management standards established by the Secretary of the Navy and against established optimum position structures.

(2) Categorization. Each position will be placed in one of the following three categories:

(a) Category I. The position is soundly established in funding, workload, manpower, economy, motivation, and personnel management and is critically needed.

ENCLOSURE (1)

(b) Category II. The position is acceptable as established for continuation of incumbency only; or position is of a temporary nature and will be abolished at some future date. For example, interim position to provide for replacement of an incumbent who is or will be on extended leave, will be vacating the position, or who is or will be detailed to another position; or position is involved in a transfer of functions and will be subject to review and rewrite *at the time* transfer is effected.

(c) Category III. The position is not acceptable as constituted under any circumstances. Immediate corrective action must be taken.

(3) Procedures and Techniques. Procedures and techniques for conducting cyclic or individual position management reviews are not prescribed so long as all the basic requirements herein are provided for.

b. The following applies exclusively to cyclic reviews:

(1) Completion. Cyclic reviews will be completed on a two-year basis by each Deputy Commander, Center Director, Division Director, Special Staff Officer, and Commanding Officer. Results will be forwarded to the Deputy Commander for Support (C 01) who is responsible for reviewing and initiating corrective actions. The Director, Manpower Division will be responsible for publishing the time schedule for the cyclic reviews.

(2) Timing. Classification maintenance reviews and/or surveys of graded and ungraded positions *may* be conducted simultaneously with, and coordinated with, the cyclic position management review. When applicable, position management cyclic reviews may also be conducted in conjunction with table of manpower requirements (T/MR) reviews.

(3) Optimum Position Structures. One of the results of systematic position management reviews should be the development of an optimum position structure for each segment reviewed. The optimum structure provides a goal toward which each activity will progress, and should be used for planning purposes. Although the goal may never be completely realized, it will serve as a yardstick by which line managers can evaluate the need for or desirability of individual position and staffing changes. Optimum structures should be updated as mission and/or functions change.

(4) Effecting Actions. Whenever possible, recommended improvements should be placed into effect immediately following completion of position management reviews. There will be times when this is not feasible (lack of approval by higher authority, lack of space, or OC-11 funding, etc.). In such cases, a followup procedure should be devised to determine the most advantageous time for initiating action, and for ensuring that the actions are taken.

ENCLOSURE (1)

In any event, every vacant position and every proposed new position or change to an existing position should be reviewed against the optimum structure to determine whether the action should be taken.

c. High Grade Actions. Requests for upgrading positions, establishing new positions, or modifying existing high grade positions (GM-13 through 15) will be submitted to the Commanding General (C 01) with full justification as prescribed in Appendix (A).

4. Functional Responsibilities

a. Deputy Commanders, Center Directors, Division Heads, Special Staff Officers, and Commanding Officers are responsible for the following:

(1) Applying the criteria contained in SECNAVINST 12510.9 and MCO 12312.2 when planning reorganizations, changes in individual position structures or relationships, changes in staffing, or the assumption of new responsibilities.

(2) Conducting an annual internal review of each authorized position/ billet and determining whether duties may be reassigned or the position/billet abolished without seriously affecting the execution of essential functions.

(3) Directing appropriate action when evaluation indicates a need for improvement in position/billet structure and where alternative sources have not been resolved by subordinate action.

(4) Providing to the Position Management Officer (C 01), in writing, full justification for all requests to establish, upgrade/ downgrade, fill vacancies, reassign, or change the organization and/or duties in existing positions. In addition, all requests for personnel action (SF-52) will be submitted per Appendix (B), and accompanied by a complete position management checklist (Appendix (C)).

(5) Ensuring that the use of temporary hires is predicated on either unexpected work requirements, authorized absence of permanent personnel for short term durations, or an unprogrammed new mission requirement that cannot be accomplished by current personnel assets. If the proposed duties are such that they will be regular or recurring, the use of temporary hires will not be authorized.

b. Director, Manpower Division. The Commanding General, MCCDC delegates full authority for the conduct of the Position Management Program to the Director, Manpower Division. As the Position Management Officer, the Director, Manpower Division is responsible for:

ENCLOSURE (1)

14 Sep 89

(1) Developing, coordinating, and administering the Position Management Program.

(2) Coordinating the work of staff specialists performing position management/classification surveys.

(3) Reviewing, approving locally, and recommending to higher headquarters proposed T/O changes, organizational realignments and position changes.

(4) Ensuring that actions identified on and by position management/classification reviews are implemented and conform to sound principles of position management.

(5) Ensuring that appropriate documentation against position management standards is applicable and retained in the record for existing and proposed GM-13 positions and above.

(6) Ensuring that results of position management/classification reviews are made available to the Director, Comptroller Division for preparation of budget and ceiling requests.

(7) Approving, disapproving, or modifying proposed changes in duties and responsibilities that will cause a change in the current classification or grade of established positions, as determined by the Civilian Personnel Branch.

c. Manpower Control Officer. As staff assistant to the Director, Manpower Division, is delegated full position management program responsibility for day-to-day position management program requirements to include:

(1) Review and approval of all proposed new positions; upgrading/downgrading requests; SF-52, Request for Personnel Action, to fill vacancies; and changes in the duties or organizational relationships of existing positions prior to classification.

(2) Assist and provide guidance to management in planning and implementation of internal reorganizations or establishing new structural organizational components.

(3) Receive, maintain, and monitor assigned strengths against authorization and OC-11 funding capability to ensure authorized manning levels are maintained as well as minimum hiring lag levels are not of an unacceptable level.

(4) Maintain and control civilian grade escalation, position management reviews of all authorized positions, and the review of high-level billets (GM-13-15).

ENCLOSURE (1)

14 Sep 89

(5) Maintain and review Tables of Organization (T/O's) to ensure that military and civilian grades, titles, MOS's and series codes are correct.

(6) Develop, administer, and conduct training in the concepts and techniques of position management for military and civilian managers and supervisors.

(7) Coordinate, in conjunction with staff specialists, the conduct of position management/classification surveys and reviews.

d. Director, Comptroller Division

(1) Review all recruitment requests, requests to establish new positions, temporary hire requests, or changes to existing positions and organizations with regard to OC-11 funding and effective utilization of financial resources.

(2) Determine consistency of requests for additional ceilings and funds with approved budget estimates and objectives: provide to the Position Management Officer information concerning availability of funds.

e. Director, Civilian Personnel Branch

(1) Advise the Position Management Officer on impact of position structures relative to the ability to attract, retain, and motivate competent employees.

(2) Stay apprised of labor market conditions in relation to types of personnel available and recruitment possibilities at the different salary levels, to support the objective of effective and economical staffing of activities.

(3) Identify positions in which high level duties or duties involving scarce skills appear to be unnecessarily fragmented among several positions.

(4) Coordinate classification reviews with the Manpower Control Officer's position management review.

(5) Maintain and inform the Position Management Officer on varying endeavors encountered in advertisement of positions. This includes period of time between vacancy and actual recruitment action, problems based on expertise level and/or scarcity of series skill, or management's intentions in filling or not filling a valid billet.

(6) Suggest alternative methods of filling positions to include Veterans' Readjustment Act, handicapped programs, and setting up career ladder positions to encourage growth in positions.

ENCLOSURE (1)

HIGH GRADE POSITION CHECKLIST

1. In requesting that a new high grade position be established or that a redescribed position be classified at the GS/GM-13 through 15 level, the following documentation must be submitted to the Commanding General (C 01).

a. Letter of Justification

(1) A request to establish a new high grade position or to upgrade an established, vacant position must be accompanied by a letter of justification from the cognizant activity head. Justification should include identification of new missions or functions assigned the organization which support the establishment or redescription of subject position; assurance that a review of other established positions within the organization has been conducted and that the new duties and responsibilities cannot be assigned thereto; identification of compensatory reduction and/or assurance of funding availability to cover increased expenses; approval granted under Program Objective Memorandum (POM) initiatives to establish subject position, if applicable; and any related information deemed pertinent by the requestor.

(2) A request to upgrade an established, encumbered position must be accompanied by a letter from the cognizant activity head which specifically identifies the additional duties and responsibilities assigned, the circumstances precipitating their assignment, and how each of the conditions governing accretion of duties promotions are met. (See MCCDCO 12510.2 for complete instructions on preparing position descriptions.) Additionally, assurance that funding is available to cover increased expenses and/or identification of a compensatory reduction will be provided. Prior to submission of subject request, the cognizant management official should conduct a review of current, established positions to ensure that no other positions exist to which the additional duties could logically be assigned.

b. Position Management Checklist.

c. Deputy/Assistant Head Checklist (if applicable).

d. One SF-52 and an original plus four copies of the position description. (See MCCDCO 12500.1.)

e. One copy of the position description being cancelled, if applicable.

f. Mission and Responsibilities Statement. Each request must be accompanied by the mission and responsibilities statement for the organization in which the position is located.

Appendix (A) to
ENCLOSURE (1)

g. Organization Wiring Diagram. A chart or other graphic depiction indicating organizational structure and lines of authority must be included with each proposed high grade request.

h. Table of Organization. One copy of the current, accurate, and approved T/O identifying the affected position and associated organizational structure and composition must accompany each high grade classification request. Information contained in the T/O must be consistent with that of the organizational chart and position description. Any discrepancies identified with respect to the T/O or position description must be resolved prior to submission of a proposed classification action. Per MCCDCO 5310.1, requests for changes to T/O's are to be submitted to the Director, Manpower Division for approval prior to implementation of any changes in organizational structure or composition. Supplemental and temporary positions are not to be included in supervisory position descriptions.

i. Position Management Review. To be conducted by the Position Management Officer, Manpower Division, in conjunction with the supervisor of the proposed position after submission of the proposed action.

j. Wage and Classification Review Reports to include desk audit and evaluation statement. These reports are provided by the Head, Wage and Classification Section, Civilian Personnel Branch.

REQUESTS FOR PERSONNEL ACTION (SF 52)

1. Whenever a civilian vacancy occurs, the position/job description will first be reviewed by line managers and supervisors to determine whether the duties may be reassigned and the position abolished without seriously affecting the execution of essential functions.
2. If the position is determined to be absolutely essential, the recruitment request (SF 52) will be documented by the line manager or supervisor using the position management checklist in Appendix (C).
3. The SF 52, with accompanying documentation, will be endorsed by the activity head and submitted to the Commanding General (C 01) for position management review. If, upon completion of the review, the request is approved, it will be endorsed to the Director, Civilian Personnel Branch, for appropriate action. If disapproved, it will be returned to the originator indicating reason(s) for disapproval.
4. If a Request for Personnel Action (SF 52) to fill a vacancy is not received by the Position Management Officer within 30 days after vacancy occurs, the personnel ceiling of the vacant position will be withdrawn from that activity and reallocated to a more critical area, unless prior approval to delay recruitment is provided by the Director, Manpower Division. In addition, positions vacant for 90 days will automatically be deleted unless extenuating circumstances exist and/or justification for absolute necessity of billet can be provided.
5. Requests for upgrading positions by the addition of new or proposed duties not currently identified in the position/job description of record must first be submitted, in writing and with full justification, to the Commanding General (C 01). Approval of the proposed request will be based on results of an extensive position management review, taking into consideration such circumstances as new mission requirements, new and/or expanded functions, and/or major changes in the organizational structure.
6. The establishment of or rewriting of existing positions to reflect "alter-ego" civilian deputy positions is discouraged. A comprehensive position management review will be conducted by the Position Management Officer of any proposed "alter-ego" civilian deputy position. These co-equal positions shall be evaluated only after detailed justification has been submitted to the Position Management Officer. Justification shall be in writing and address the questions outlined in the Deputy/Assistant Head checklist, Appendix (D).

Appendix (B) to
ENCLOSURE (1)

POSITION MANAGEMENT CHECKLIST

TO ACCOMPANY ALL REQUESTS FOR PERSONNEL ACTION (SF 52)

1. ACTIVITY (Div, Br, Sect, etc.) _____
T/O No. and Line No. _____
POSITION TITLE, SERIES, AND GRADE _____
2. Was the position listed as current on the last performance appraisal review? _____
3. Are the presently described duties of the position compatible with assigned mission of the organization? _____
4. Can duties or portions of duties assigned to this position be reallocated to any other billets? _____
5. Are there other positions within the specific work area that are performing similar type work? _____
6. Does this position require specialized training (if so, how long and what type is required)? _____
7. Has an optimum position structure been submitted for this entity and does it portray where this position is located? _____
8. Is the structural alignment where this position is located the same as indicated on the T/O of record? _____
If not, has a T/O change been submitted? _____
9. Is this position being recruited for at the lowest entry level? If not, provide brief justification for not doing so. _____
10. If this request is for an upgrade, has a compensatory reduction(s) been identified? _____
- (Include T/O No., title, series, and grade, to identify compensatory reduction.)
11. Does the justification for the proposed upgrade address those new duties and/or responsibilities that are being added to the new position description? This must accompany all upgrading requests. _____

Appendix (C) to
ENCLOSURE (1)

MCBO 5310.2

14 Sep 89

12. Are funds available (and so annotated on the SF-52 Remarks column) within the fund administrator's operating budget to accomplish the requested action? _____

Appendix (C) to
ENCLOSURE (1)

DEPUTY/ASSISTANT HEAD CHECKLIST

1. What is the specific nature of the authority shared (Signatory, administrative, technical, etc.)?
2. How is this authority shared or delegated when the activity head is there? (Certain items the activity head works on--certain items the assistant works on, reviews, supervises, etc.)
3. What limitations, if any, have been placed on the assistant's authority?
4. What governs whether or not the assistant refers a matter to the head for resolution or decision?
5. What percentage of time does the assistant devote to running the organization when the head is there as compared against the percentage of time the head devotes to running it?
6. What percentage of time does the assistant devote to acting as head in the head's absence?
7. What are reasons for the head's absence--TAD, leave, meetings, conferences, policy boards?
8. Does the assistant serve interchangeably with the head on policy boards?
9. Are decisions made by the assistant put into effect without review by the head?
10. What is the division of work relative to work planning, establishing goals, etc.?
11. Does the head review work already reviewed by the assistant?